



**40 CFR Part 52**

**[EPA-R09-OAR-2012-0550; FRL-9718-1]**

**Revisions to the California State Implementation Plan, San Diego  
County, Antelope Valley and Monterey Bay Unified Air Pollution  
Agencies**

**AGENCY:** Environmental Protection Agency (EPA).

**ACTION:** Direct final rule.

**SUMMARY:** EPA is taking direct final action to approve revisions to the San Diego County Air Pollution Control District (SDCAPCD), Monterey Bay Unified Air Pollution Control District (MBUAPCD) and Antelope Valley Air Quality Management District (AVAQMD) portions of the California State Implementation Plan (SIP). These revisions concern volatile organic compound (VOC) emissions from coating of metal containers, closures and coils, from graphic arts operations, from the provision of sampling and testing facilities required for permitting and from adhesives and sealant applications. We are approving local rules that regulate these emission sources under the Clean Air Act as amended in 1990 (CAA or the Act).

**DATES:** This rule is effective on [Insert date 60 days from the Date of publication in the Federal Register] without further notice, unless EPA receives adverse comments by [Insert date 30 days from the date of publication in the Federal Register]. If we receive such comments, we will publish a timely withdrawal in

the **Federal Register** to notify the public that this direct final rule will not take effect.

**ADDRESSES:** Submit comments, identified by docket number EPA-R09-OAR-2012-0550, by one of the following methods:

1. Federal eRulemaking Portal: [www.regulations.gov](http://www.regulations.gov). Follow the on-line instructions.
2. E-mail: [steckel.andrew@epa.gov](mailto:steckel.andrew@epa.gov).
3. Mail or deliver: Andrew Steckel (Air-4), U.S. Environmental Protection Agency Region IX, 75 Hawthorne Street, San Francisco, CA 94105-3901.

*Instructions:* All comments will be included in the public docket without change and may be made available online at [www.regulations.gov](http://www.regulations.gov), including any personal information provided, unless the comment includes Confidential Business Information (CBI) or other information whose disclosure is restricted by statute. Information that you consider CBI or otherwise protected should be clearly identified as such and should not be submitted through [www.regulations.gov](http://www.regulations.gov) or e-mail.

[www.regulations.gov](http://www.regulations.gov) is an "anonymous access" system, and EPA will not know your identity or contact information unless you provide it in the body of your comment. If you send e-mail directly to EPA, your e-mail address will be automatically captured and included as part of the public comment. If EPA cannot read your

comment due to technical difficulties and cannot contact you for clarification, EPA may not be able to consider your comment.

Electronic files should avoid the use of special characters, any form of encryption, and be free of any defects or viruses.

*Docket:* Generally, documents in the docket for this action are available electronically at [www.regulations.gov](http://www.regulations.gov) and in hard copy at EPA Region IX, 75 Hawthorne Street, San Francisco, California.

While all documents in the docket are listed at [www.regulations.gov](http://www.regulations.gov), some information may be publicly available only at the hard copy location (e.g., copyrighted material, large maps), and some may not be publicly available in either location (e.g., CBI). To inspect the hard copy materials, please schedule an appointment during normal business hours with the contact listed in the **FOR FURTHER INFORMATION CONTACT** section.

**FOR FURTHER INFORMATION CONTACT:** Adrienne Borgia, EPA Region IX, (415) 972-3576, [borgia.adrienne@epa.gov](mailto:borgia.adrienne@epa.gov).

## Table of Contents

### I. The State's Submittal

- A. What rules did the State submit?
- B. Are there other versions of these rules?
- C. What is the purpose of the submitted rules?

### II. EPA's Evaluation and Action

- A. How is EPA evaluating the rules?

- B. Do the rules meet the evaluation criteria?
- C. EPA recommendations to further improve the rules.
- D. Public comment and final action.

### III. Statutory and Executive Order Reviews

#### I. The State's Submittal

##### A. *What rules did the State submit?*

Table 1 lists the rules we are approving with the dates that they were adopted by the local air agencies and submitted by the California Air Resources Board (CARB).

Table 1 - Submitted Rules

Local Agency	Rule #	Rule Title	Adopted & Effective	Submitted
SDCAPCD	67.4	Surface Coating of Metal Parts and Products	11/9/11, 11/9/11	02/23/12
SDCAPCD	67.16	Miscellaneous Coating	11/9/11, 5/9/12	02/23/12

Table 1 - Submitted Rules (continued)

Local Agency	Rule #	Rule Title	Revised or Amended	Submitted
MBUAPCD	205	Provision of Sampling and Testing Facilities	Revised 03/21/01	05/31/01
AVAQMD	1168	Adhesive and Sealant Applications	Amended 09/20/11	02/23/12

*B. Are there other versions of these rules?*

We approved an earlier version of SDCAPCD Rule 67.4 into the SIP on November 3, 1997 (62 FR 59284) and an earlier version of SDCAPCD Rule 67.16 was approved into the SIP on March 27, 1997 (62 FR 14639). An earlier version of MBUAPCD Rule 205 was approved into the SIP on July 13, 1987 (52 FR 26148). There are no approved earlier versions of AVAQMD Rule 1168.

*C. What is the purpose of the submitted rules?*

VOCs help produce ground-level ozone and smog, which harm human health and the environment. Section 110(a) of the CAA requires States to submit regulations that control VOC emissions by limiting VOC content in coatings and solvents. EPA's

technical support documents (TSDs) have more information about these rules.

## **II. EPA's Evaluation and Action**

### *A. How is EPA evaluating the rules?*

Generally, SIP rules must be enforceable (see section 110(a) of the Act), and must not relax existing requirements (see sections 110(1) and 193). In addition, SIP rules must implement Reasonably Available Control Measures (RACM), including Reasonably Available Control Technology (RACT), in moderate and above ozone nonattainment areas. Guidance and policy documents that we use to evaluate enforceability and RACT requirements consistently include the following:

1. "Issues Relating to VOC Regulation Cutpoints, Deficiencies, and Deviations" EPA, May 25, 1988 (the Bluebook),
2. "Guidance Document for Correcting Common VOC & Other Rule Deficiencies" EPA, Region 9, August 21, 2001 (the Little Bluebook),
3. "Control Techniques Guidelines for Control of Volatile Organic Emissions from Existing Stationary Sources, Volume II: Surface Coating of Cans, Coils, Paper, Fabrics, Automobiles and Light-Duty Trucks" EPA, May 1977 (EPA-450/2-76-028),

4. "Control Techniques Guidelines for Miscellaneous Metal and Plastic Parts Coatings", EPA, September 2008 (EPA-453/R-08-003),
5. "Control Techniques Guidelines for Control of Volatile Organic Emissions from Solvent Metal Cleaning", EPA, September 2006 (EPA 453/-06-001),
6. "Control Techniques Guidelines for Control of Volatile Organic Emissions from Existing Stationary Sources, Volume I: Control Methods for Surface Coating Operations", EPA, November 1976 (EPA-450/2-76-028),
7. "Control Techniques Guidelines for Offset Lithographic Printing and Letterpress Printing", EPA, September 2006 (EPA-453/R-06-002),
8. "Control Techniques Guidelines for Flexible Package Printing", EPA, September 2006 (EPA-453/R-06-003),
9. "Control Techniques Guidelines for Industrial Cleaning Solvents", EPA, September 2006 (EPA 453/R-06-001),
10. "Control Techniques Guidelines for Miscellaneous Industrial Adhesives", EPA, September 2008 (EPA-453/R-08-005) and
11. "Determination of Reasonably Available Control Technology (RACT) and Best Available Retrofit Control

Technology (BARCT) for Adhesives and Sealants", CARB,  
December, 1998

*B. Do the rules meet the evaluation criteria?*

We believe these rules are consistent with the relevant policy and guidance regarding enforceability, RACT and SIP relaxations. The TSDs have more information on our evaluation.

*C. EPA Recommendations to Further Improve the Rules.*

The TSDs describe additional rule revisions that we recommend for the next time the local agency modifies the rules.

*D. Public comment and final action.*

As authorized in section 110(k) (3) of the Act, EPA is fully approving the submitted rules because we believe they fulfill all relevant requirements. We do not think anyone will object to this approval, so we are finalizing it without proposing it in advance. However, in the Proposed Rules section of this **Federal Register**, we are simultaneously proposing approval of the same submitted rules. If we receive adverse comments by [Insert date 30 days from date of publication in the Federal Register], we will publish a timely withdrawal in the **Federal Register** to notify the public that the direct final approval will not take effect and we will address the comments in a subsequent final action based on the proposal. If we do not receive timely adverse comments, the direct final approval will be effective



without further notice on [Insert date 60 days from date of publication in the Federal Register]. This will incorporate these rules into the federally enforceable SIP.

Please note that if EPA receives adverse comment on an amendment, paragraph, or section of this rule and if that provision may be severed from the remainder of the rule, EPA may adopt as final those provisions of the rule that are not the subject of an adverse comment.

### **III. Statutory and Executive Order Reviews**

Under the Clean Air Act, the Administrator is required to approve a SIP submission that complies with the provisions of the Act and applicable Federal regulations. 42 U.S.C. 7410(k); 40 CFR 52.02(a). Thus, in reviewing SIP submissions, EPA's role is to approve State choices, provided that they meet the criteria of the Clean Air Act. Accordingly, this action merely approves State law as meeting Federal requirements and does not impose additional requirements beyond those imposed by State law. For that reason, this action:

- is not a "significant regulatory action" subject to review by the Office of Management and Budget under Executive Order 12866 (58 FR 51735, October 4, 1993);

- does not impose an information collection burden under the provisions of the Paperwork Reduction Act (44 U.S.C. 3501 et seq.);
- is certified as not having a significant economic impact on a substantial number of small entities under the Regulatory Flexibility Act (5 U.S.C. 601 et seq.);
- does not contain any unfunded mandate or significantly or uniquely affect small governments, as described in the Unfunded Mandates Reform Act of 1995 (Public Law 104-4);
- does not have Federalism implications as specified in Executive Order 13132 (64 FR 43255, August 10, 1999);
- is not an economically significant regulatory action based on health or safety risks subject to Executive Order 13045 (62 FR 19885, April 23, 1997);
- is not a significant regulatory action subject to Executive Order 13211 (66 FR 28355, May 22, 2001);
- is not subject to requirements of Section 12(d) of the National Technology Transfer and Advancement Act of 1995 (15 U.S.C. 272 note) because application of those requirements would be inconsistent with the Clean Air Act; and
- does not provide EPA with the discretionary authority to address disproportionate human health or environmental effects with practical, appropriate, and legally permissible

methods under Executive Order 12898 (59 FR 7629, February 16, 1994).

In addition, this rule does not have tribal implications as specified by Executive Order 13175 (65 FR 67249, November 9, 2000), because the SIP is not approved to apply in Indian country located in the State, and EPA notes that it will not impose substantial direct costs on tribal governments or preempt tribal law.

The Congressional Review Act, 5 U.S.C. 801 et seq., as added by the Small Business Regulatory Enforcement Fairness Act of 1996, generally provides that before a rule may take effect, the agency promulgating the rule must submit a rule report, which includes a copy of the rule, to each House of the Congress and to the Comptroller General of the United States. EPA will submit a report containing this action and other required information to the U.S. Senate, the U.S. House of Representatives, and the Comptroller General of the United States prior to publication of the rule in the **Federal Register**. A major rule cannot take effect until 60 days after it is published in the **Federal Register**. This action is not a "major rule" as defined by 5 U.S.C. 804(2).

Under section 307(b)(1) of the Clean Air Act, petitions for judicial review of this action must be filed in the United States

Court of Appeals for the appropriate circuit by [insert date 60 days from date of publication of this document in the Federal Register]. Filing a petition for reconsideration by the Administrator of this final rule does not affect the finality of this action for the purposes of judicial review nor does it extend the time within which a petition for judicial review may be filed, and shall not postpone the effectiveness of such rule or action. Parties with objections to this direct final rule are encouraged to file a comment in response to the parallel notice of proposed rulemaking for this action published in the Proposed Rules section of today's **Federal Register**, rather than file an immediate petition for judicial review of this direct final rule, so that EPA can withdraw this direct final rule and address the comment in the proposed rulemaking. This action may not be challenged later in proceedings to enforce its requirements (see section 307(b) (2)).

**List of Subjects in 40 CFR Part 52**

Environmental protection, Air pollution control,  
Incorporation by reference, Intergovernmental relations,  
Reporting and recordkeeping requirements, Volatile organic  
compounds.

Dated: August 3, 2012

Jared Blumenfeld  
Regional Administrator,  
Region IX.

Part 52, Chapter I, Title 40 of the Code of Federal

Regulations is amended as follows:

**PART 52—[AMENDED]**

1. The authority citation for Part 52 continues to read as follows:

**Authority:** 42 U.S.C. 7401 et seq.

**Subpart F - California**

2. Section 52.220 is amended by adding paragraphs (c) (282) (i) (C) and (411) (i) (C) and (D) to read as follows:

**§52.220 Identification of plan.**

\* \* \* \* \*

(c) \* \* \*

(282) \* \* \*

(i) \* \* \*

(C) Monterey Bay Unified Air Pollution Control District

(1) Rule 205, "Provision of Sampling and Testing Facilities,"  
revised on March 21, 2001.

\* \* \* \* \*

(411) \* \* \*

(i) \* \* \*

(C) San Diego County Air Pollution Control District

(1) Rule 67.4, "Metal Container, Metal Closure and Metal Coil Coating Operations," adopted and effective on November 9, 2011.

(2) Rule 67.16, "Graphic Arts Operations," adopted on November 9, 2011 and effective on May 9, 2012.

(D) Antelope Valley Air Quality Management District

(1) Rule 1168, "Adhesive and Sealant Applications," amended on September 20, 2011.